



OIG

Office of Inspector General

U.S. Department of State • Broadcasting Board of Governors

ISP-I-18-18

Office of Inspections

May 2018

Inspection of Embassy Addis Ababa, Ethiopia

BUREAU OF AFRICAN AFFAIRS



OIG HIGHLIGHTS

ISP-I-18-18

May 2018
OFFICE OF INSPECTIONS
Bureau of African Affairs

Inspection of Embassy Addis Ababa, Ethiopia

What OIG Found

- At the time of the inspection, new leadership at Embassy Addis Ababa had started taking steps to address significant challenges in policy implementation and resource management.
- The 2017 Annual Chief of Mission Management Control Statement of Assurance did not identify multiple internal control deficiencies in the Management and Consular Sections.
- The embassy denied visas to special immigrant visa applicants on the basis of incorrect criteria that did not comply with Department of State policy.
- Embassy Addis Ababa's warehouses lacked sufficient controls to prevent access by unauthorized personnel.
- The embassy did not address serious safety deficiencies at many of its leased residences.
- The embassy did not protect personally identifiable information when destroying visa records.
- Embassy Addis Ababa did not document grants files or obtain regional bureau approval for certain grants in accordance with Department of State standards.
- The Department lacked an adequate plan to ensure the seismic adequacy of embassy residences despite Addis Ababa being at high risk for earthquakes, and Embassy Addis Ababa did not inform the embassy community about seismic risks documented in a Bureau of Overseas Buildings Operations report.

What OIG Inspected

OIG inspected Embassy Addis Ababa's executive direction, program and policy implementation, management controls, and resource management operations.

What OIG Recommended

This report includes 30 recommendations. OIG made 27 recommendations to improve Embassy Addis Ababa's resource management, information management, foreign assistance, public diplomacy, consular, and political-economic programs and operations; 1 recommendation to the Bureau of African Affairs related to management controls; and 2 recommendations to the Bureau of Overseas Buildings Operations related to embassy safety programs.

In its comments on the draft report, the Department concurred with all 30 recommendations. OIG considers the recommendations resolved. The Department's response to each recommendation, and OIG's reply, can be found in the Recommendations section of this report. The Department's formal written responses are reprinted in their entirety in Appendix B.

CONTENTS

CONTEXT	1
EXECUTIVE DIRECTION	2
Tone at the Top and Standards of Conduct.....	2
Equal Employment Opportunity	2
Execution of Foreign Policy Goals and Objectives.....	3
Adherence to Internal Controls.....	3
Security and Emergency Planning.....	4
Developing and Mentoring Future Foreign Service Professionals	5
POLICY AND PROGRAM IMPLEMENTATION.....	6
Political-Economic Section.....	6
Federal Assistance and Grants.....	7
Public Diplomacy.....	7
Consular Affairs.....	10
RESOURCE MANAGEMENT	12
General Services.....	13
Facilities Management.....	19
Human Resources.....	20
Financial Management	22
Information Management and Information Security.....	23
RECOMMENDATIONS.....	27
PRINCIPAL OFFICIALS.....	35
APPENDIX A: OBJECTIVES, SCOPE, AND METHODOLOGY.....	36
APPENDIX B: MANAGEMENT RESPONSES.....	37
APPENDIX C: FY 2016 STAFFING AND FUNDING BY AGENCY	49
ABBREVIATIONS	50
OIG INSPECTION TEAM MEMBERS	51

CONTEXT

Ethiopia is the second most populous nation in Africa with 102 million inhabitants, of whom 65 percent are age 25 or under. Ethiopia also has one of the world's fastest growing economies, averaging 10.5 percent gross domestic product growth over the past decade, largely driven by state-run infrastructure and agricultural development. Approximately 80 percent of the population works in agriculture. Ethiopia remains extremely poor, and improving food security is an important priority.

The U.S. foreign assistance program in Ethiopia is one of the largest in the world, totaling \$1,013,086,229 in FY 2016, according to the U.S. Agency for International Development's (USAID) U.S. Overseas Loans and Grants report. It includes funds for food assistance, health and HIV/AIDs, agriculture, development assistance, and military aid. In the 2 years prior to the inspection, the United States contributed \$840 million for emergency food aid for 8.5 million people affected by an El Nino-induced drought. Despite these challenges, Ethiopia has made important strides in development. The number of Ethiopians living in extreme poverty declined from 55 percent in 2000 to 34 percent in 2011. Over the past two decades, Ethiopia cut child mortality in half, more than doubled the number of people with access to clean water, and reduced the incidence of malaria and HIV/AIDS.

Critical to peace and stability across the Horn of Africa region, Ethiopia plays a key role in challenging the al-Shabaab terrorist organization in Somalia and helping mitigate conflicts in Sudan and South Sudan. It is Africa's largest peacekeeping contributor. Ethiopia also hosts an estimated 850,000 refugees, primarily from South Sudan and Somalia. Internally, Ethiopia is a one-party state, and the government tightly controls the political, economic, and security environment. A state of emergency, declared in October 2016 to repress unrest in the Oromia and Amhara regions, resulted in more than 25,000 people detained and more than 600 killed. The state of emergency also affected embassy operations with periodic internet outages and travel restrictions. While the government lifted the order in August 2017, it continues to severely restrict the rights of civil society, media, and the political opposition.

Embassy Addis Ababa's principal bilateral areas of focus, as articulated in its January 2017 Integrated Country Strategy (ICS), include protection of American citizens, strengthening democratic institutions and human rights, spurring broad-based economic growth and development, and advancing regional peace and security.

At the time of the inspection, Embassy Addis Ababa was authorized 177 U.S. direct-hire personnel, 1,124 locally employed (LE) staff members, and 44 eligible family members. The new embassy compound, constructed in 2012, also hosts the U.S. Mission to the African Union. The embassy's FY 2016 budget was \$21,908,029. Other agencies represented at the embassy are the Departments of Agriculture, Commerce, Defense, and Justice, USAID, and the Centers for Disease Control and Prevention.

OIG evaluated the embassy's policy implementation, resource management, and management controls consistent with Section 209 of the Foreign Service Act.¹ The companion classified inspection report discusses certain aspects of the embassy's policy implementation program, as well as the security program and issues affecting the safety of mission personnel and facilities.

EXECUTIVE DIRECTION

OIG assessed Embassy Addis Ababa leadership on the basis of 37 interviews that included comments on the Ambassador's and the Deputy Chief of Mission's (DCM) performance, 158 staff questionnaires, and OIG's review of documents and activities during the course of the on-site portion of the inspection.

Tone at the Top and Standards of Conduct

The Ambassador arrived in Addis Ababa in October 2017, just 3 weeks before the on-site portion of the inspection. A career member of the Senior Foreign Service, he previously served as the Executive Director of the Bureau of African Affairs. He spent much of his career in Africa, including tours as management officer in Embassies Harare, Zimbabwe; Windhoek, Namibia; Conakry, Guinea; and Djibouti, Djibouti. The DCM, who arrived in July 2017, also has extensive African experience, including having served as the Deputy Director for Southern African Affairs and fulfilling assignments in Mauritius, Zambia, and Ghana.

In the short time they had been at the embassy, the Ambassador and the DCM had established productive working relationships, both with each other and with their staff. American and LE staff consistently told OIG about the Ambassador and the DCM's inclusive and collaborative styles and approachability, traits that are in keeping with the Department of State's (Department) leadership principles in 3 Foreign Affairs Manual (FAM) 1214. Shortly after his arrival, the Ambassador held a well-received town hall meeting for the embassy staff, during which he discussed his goals for the U.S. relationship with Ethiopia and the employees' roles in achieving them. The DCM held a weekly "open house" meeting in an open area of the embassy for any employee who had an issue he or she wanted to address with him. Working with the community liaison officer, the DCM had suggestion boxes placed throughout the embassy and replied to the queries through a weekly embassy newsletter.

Equal Employment Opportunity

OIG found that the embassy's Equal Employment Opportunity (EEO) program met Department requirements in 3 FAM 1514.2. OIG interviews indicated that U.S. and LE staff members understood who to contact with issues and what procedures were available to resolve complaints. Counselors told OIG they had good access to the Ambassador and the DCM. The Embassy EEO Counselors Committee chairperson received training at the Department's Foreign Service Institute, and subsequently briefed American and LE supervisors on how to address issues. The embassy also posted EEO notices and information in the chancery.

¹ See Appendix A.

Execution of Foreign Policy Goals and Objectives

The embassy prepared its 2017 Integrated Country Strategy in accordance with 18 FAM 100. The former DCM, while serving as Chargé d'Affaires, ad interim, coordinated the ICS preparation, which included input from all concerned embassy sections. The Department approved the final version in January 2017. The Ambassador and the DCM incorporated the ICS goals into their meetings with embassy staff.

At the time of the inspection, the Ambassador had yet to present his credentials of accreditation to the Ethiopian Government. However, he immediately began engaging with the host government by attending two meetings with the prime minister and hosting the cultural minister at his residence. One of his first public addresses resulted in a call from the Minister of Foreign Affairs thanking him for his comments. During his first 3 weeks at post, he traveled to the Grand Ethiopian Renaissance Dam, a development project on the border with Sudan, and visited refugee camps with the U.S. Permanent Representative to the United Nations.

The Ambassador indicated in staff meetings that he wanted the Political-Economic Section to develop a more strategic approach to travel and reporting, based on existing ICS goals and objectives. He stated his goal was to include Public Affairs Section events and humanitarian, USAID, and Peace Corps projects in travel and reporting plans.

Embassy Needed Executive Coordination of Foreign Assistance Programs

OIG found that the coordination of foreign assistance programs in Ethiopia did not meet Department standards in 1 FAM 013.2g(6), which states that a chief of mission should direct and coordinate all foreign assistance programs, including those implemented by other embassies or Washington. OIG could not identify any coordination efforts that regularly involved Washington, D.C.-based stakeholders, even though Department and other Washington, D.C.-based offices implemented more than 90 percent of foreign assistance funding in Ethiopia. In addition, OIG found that the embassy's coordination of the President's Emergency Plan for AIDS Relief, or PEPFAR, which received \$157 million in FY 2017 foreign assistance funding, was insufficient. Embassy officers told OIG that prior to the arrival of the new Ambassador and DCM, embassy leadership did not focus on the embassy's interagency working groups on foreign assistance implementation. At the time of the inspection, the Ambassador and the DCM had yet to develop their approach for coordinating the embassy's foreign assistance. OIG did not make a recommendation, but advised the Ambassador and the DCM to ensure the programs are coordinated in accordance with Department guidance.

Adherence to Internal Controls

The embassy did not report any significant deficiencies on the 2017 Annual Chief of Mission Management Control Statement of Assurance, dated August 2017.² However, OIG identified

² According to Department guidance for the FY 2017 Statement of Assurance process, a significant deficiency is one or more management control issues that are less severe than a material weakness, yet important enough to merit

serious deficiencies in grants oversight; consular operations; property management; the purchase card program; safety, health, and environmental program management; and human relations operations, as discussed later in this report.

The DCM told OIG he became concerned about management controls before he arrived at post. After arriving and learning more about some of the embassy's ongoing management challenges, he was concerned that the draft 2017 Statement of Assurance listed no significant deficiencies. However, the Bureau of African Affairs told him the deficiencies he raised with them did not reach the level of significant deficiencies required to be reported in the statement. Therefore, he signed the document while Chargé. However, because of his concerns, the DCM has focused on strengthening management control practices since his arrival at post in July 2017, and, upon his arrival in October 2017, the Ambassador supported those efforts. For example, the DCM resumed ICASS meetings after an 18-month lapse. He also assigned a new Inter-Agency Housing Board chair, reinstated required Safety, Health, and Environmental Management meetings, and stopped home-to-office transportation for unauthorized staff members. The DCM told OIG that while the embassy was making progress on addressing the deficiencies described later in this report, much still needed to be done. The arrival, in summer 2017, of several key Management Section officers also helped the embassy leadership's efforts. These positions had been vacant before being filled by a senior General Services Officer, a Financial Management Officer, a Facilities Manager, and an experienced Human Resources Officer.

The DCM complied with requirements in 9 FAM 403.9-2(D)d. and e. and 9 FAM 403.10-3(D)(1) to regularly review the Consular Section chief's visa adjudications, meeting 100 percent of the required standard from July to October 2017.

Security and Emergency Planning

The Ambassador and the DCM conducted their security responsibilities in accordance with 12 FAH-1 H-721. The Regional Security Office drafted new security directives for the Ambassador's signature, which were in the clearance process during the inspection. In addition, the DCM chaired the embassy's Emergency Action Committee, which met as needed to discuss emergency preparedness and security-related developments, and the Ambassador and the DCM met with the Regional Security Officer weekly. The embassy was up to date on all required drills and exercises except one, which is discussed in the companion classified report, and the Ambassador and the DCM participated in the drills. Overall, OIG confirmed that Embassy Addis Ababa conducted its security program in accordance with Department standards and guidance. However, OIG identified deficiencies related to physical security, the local guard force, and residential security, which are discussed in the companion classified report.

attention by the Department. The guidance recommends, based on management's judgment, that the deficiency or deficiencies be included if they represent significant weaknesses in the design, implementation, or operation of management control that could adversely affect the Department's ability to meet its program and management control objectives.

Memorandum of Agreement between Chief of Mission and Department of Defense Was Outdated

The embassy had not submitted to the Department an updated security memorandum of agreement between the Chief of Mission and the geographic Department of Defense Combatant Commander. According to 2 Foreign Affairs Handbook (FAH)-2 H-116.4, chiefs of mission are required to provide an updated security memorandum of agreement annually to the Department's Office of Management Policy, Rightsizing, and Innovation or upon the arrival of a new chief of mission. The Ambassador had not had time to update the agreement during the short time since his arrival. The lack of an updated memorandum of agreement could lead to confusion over security responsibility for some Department of Defense personnel.

Recommendation 1: Embassy Addis Ababa should update the memorandum of agreement between the Commander, U.S. Africa Command, and Chief of Mission, Embassy Addis Ababa, for security and force protection of Department of Defense elements and personnel in Ethiopia, in accordance with Department guidelines. (Action: Embassy Addis Ababa)

Better Earthquake Preparedness Needed

Embassy planning for earthquake preparedness needed improvement. The Bureau of Overseas Buildings Operations (OBO) rates Addis Ababa in the highest category for earthquake risk. Those issues, with recommendations to address the deficiencies, are discussed in more detail in the Resource Management section of this report. OIG also advised the embassy on actions it could take immediately, such as educating employees on how to make their residences as safe as possible.

Developing and Mentoring Future Foreign Service Professionals

At the time of the inspection, the DCM, in coordination with the DCM for the U.S. Mission to the African Union, had restarted the inactive mentoring program for First- and Second-Tour employees, in accordance with 3 FAM 2242.4. He hosted an off-site session to discuss how best to establish a formal organization and opened the group to First- and Second-Tour personnel from all agencies at post. The new program provided opportunities for group members to attend country team meetings, briefings from selected embassy visitors, and attendance at mission functions.

Appropriate Reviewing Officer Was Not Assigned for Untenured Generalist Officers' Evaluations

The embassy had not assigned an appropriate reviewing officer for untenured Foreign Service generalist officers' evaluations.³ According to 3 FAM 2243.2-1b, the DCM is required to exercise personal oversight in establishing responsibilities of the entry-level officer candidates and serve

³ Untenured generalist officers are Foreign Service officer career candidates in management, consular, public diplomacy, economic, and political areas of expertise.

as their reviewing officer, unless another appropriate counselor can be designated. However, Embassy Addis Ababa did not have other officers at the appropriate grade level. Supervisors of the untenured generalist officers were unaware of this requirement. Lack of an appropriate reviewing officer for untenured officers may place them at a disadvantage for tenure and promotion.

Recommendation 2: Embassy Addis Ababa should assign an appropriate reviewing officer for all untenured Foreign Service generalist officer evaluations. (Action: Addis Ababa)

POLICY AND PROGRAM IMPLEMENTATION

Political-Economic Section

OIG reviewed the Political-Economic Section's policy implementation, reporting and advocacy, commercial promotion, Leahy vetting,⁴ end-use monitoring,⁵ and grants management. OIG also reviewed the section's administration of Department foreign assistance, which funded the embassy's programs to assist refugees, combat trafficking in persons, advance regional environmental priorities, expand the rule of law, and support civil society. Department assistance also funded peacekeeping programs for Somalia and military education and training for Ethiopian forces, administered through the embassy's Office of Security Cooperation. OIG found that the section's operations conformed to Department requirements, with the exceptions discussed below.

Political-Economic Section Worked to Advance ICS Goals Despite Staffing Gaps

The Political-Economic Section worked to advance ICS goals through its advocacy and reporting efforts, despite operating for much of 2017 with several staffing gaps. According to the embassy, two eligible family member reporting positions were vacant due to the Department's hiring freeze.⁶ In addition, the section chief and office management specialist were temporarily transferred to the Front Office to fill staffing gaps. To fulfill its responsibilities with reduced staffing, the section worked with the American Chamber of Commerce and the Foreign

⁴ The Leahy Amendment to the Foreign Assistance Act of 1961 prohibits the Department of State from furnishing assistance to foreign security forces if the Department receives credible information that such forces have committed gross violations of human rights. See 22 USC 2378d.

⁵ The Department requires that certain property purchased with foreign assistance funds be monitored to ensure it is used for its intended purposes. In general, equipment valued at more than \$2,500 or items designated as defense articles or dual-use items are subject to this requirement. End-use monitoring fulfills the requirements of Section 484(b) of the Foreign Assistance Act of 1961 and Section 40A of the Arms Export Control Act. See 22 U.S.C. § 2991(c) and 22 U.S.C. § 2785

⁶ A government-wide hiring freeze was first announced by the Office of Management in Budget on January 23, 2017. While most positions were frozen and could not be filled if vacant, the Secretary approved specific exemptions to the hiring freeze to ensure the Department was able to meet critical needs. During the inspection, the Secretary announced that beginning in January 2018, he would give greater authority to the bureaus to strategically manage the exemption process and fill vacant positions through lateral reassignments and internal promotions. In addition, he stated he would authorize each of the regional bureaus to fill 1,500 priority eligible family member positions abroad in FY 2018, to meet the Department's security, health, and safety requirements.

Commercial Service to support and advocate on behalf of U.S. businesses. Department offices and other agency representatives consistently described embassy reporting as valuable, citing in particular its reports on internal stability, Somalia, Sudan, and border issues.

Federal Assistance and Grants

Foreign Assistance Grant Files Were Not Documented Properly

OIG found that the Political-Economic Section followed good management practices in conducting multiple outreach efforts that expanded the number of new grant applicants and completing pre-award site visits for potential grantees that were rated highly by a grant review panel. However, OIG found that the section did not follow all grants administration requirements outlined in the Department's May 20, 2017, Federal Assistance Directive, for its FY 2017 grants. OIG reviewed all 19 awards in FY 2017 for PEPFAR, the Ambassador's Special Self Help program, and the Julia Taft Refugee Fund, totaling \$383,670. None of the awards included the award budget (Form SF-424A), and the awards that needed regional bureau approval had not received it, as required by Federal Assistance Directive Chapters 2 and 3, respectively. Section staff told OIG they were unaware of the requirements.

OIG also identified other deficiencies, including missing Grants Officer Representative designation letters, no monitoring plans, and awards not entered into the Grants Data Management System. An OIG spot check of FY 2018 award files showed that they included the required documents, but did not have regional bureau approval for those awards needing it. By not obtaining required regional bureau approval, the bureau cannot ensure that the awards align with regional goals and priorities. During the inspection, OIG advised section employees on current federal assistance policy requirements.

Recommendation 3: Embassy Addis Ababa should document Federal assistance awards in accordance with Department standards. (Action: Embassy Addis Ababa)

Public Diplomacy

The Public Affairs Section used a diverse range of public diplomacy tools and programs to advance ICS goals. OIG found the Public Affairs Officer responsibly managed resources and promoted collaboration with other sections and agencies. OIG reviewed the section's strategic planning, reporting, knowledge management, leadership, cultural programs, and alumni outreach and found they complied with Department standards. However, OIG identified deficiencies in the section's media engagement, grants administration, and American Spaces management, as discussed below.

Section Did Not Have Social Media Planning Documents

The Public Affairs Section had not developed a social media crisis communications plan, as required in cable 2016 State 42750.⁷ Without established procedures to communicate accurate and timely official information via social media in an emergency, the embassy risked not being fully prepared to manage a crisis situation. During the inspection, the section prepared a social media crisis communications plan and provided it to the Bureau of African Affairs.

In addition, the section lacked a formal social media strategy, as required by the Department.⁸ Public Affairs Section management did not establish a formal strategy because it believed the section's level of success with social media engagement made a formal strategy unnecessary. Without a strategic plan for social media engagement, the section lacked a framework to ensure online content is linked to mission objectives and delivers a measurable return on the embassy's investment of time and resources.

Recommendation 4: Embassy Addis Ababa, in coordination with the Bureau of African Affairs and the Bureau of International Information Programs, should implement a formal social media strategy. (Action: Embassy Addis Ababa, in coordination with AF and IIP)

Key Documentation Missing from Grant Files

OIG reviewed all 45 of the section's FY 2017 grants of \$2,500 or more (totaling \$919,929) and found patterns of non-compliance with Department requirements on grants administration. Forty-two grant files lacked risk assessments and 43 had no monitoring plans.⁹ The Federal Assistance Policy Directive, Sections 2.03-A and 3.01-A, and the Federal Assistance Directive, Chapter 2, Sections K and O, mandate these internal controls for all grants.¹⁰ The Department requires that monitoring plans include risk assessments and a risk mitigation strategy. Monitoring plans also should identify tools to measure the recipient's progress in meeting the grant's goals and objectives. Section personnel believed grants under \$10,000, which do not require approval from the Bureau of African Affairs Office of Public Diplomacy and Public Affairs, did not require risk assessments and monitoring plans.

Other deficiencies OIG found included insufficient documentation regarding justification for non-competitive awards; not using the Excluded Parties List System in the System for Award Management; lack of Grants Officer Representative designation letters; no evidence of monitoring activities; and delays in entering awards into the Grants Database Management

⁷ Cable 2016 State 42750, "Digital Engagement in Imminent or Ongoing Threat Situations," April 18, 2016.

⁸ Cable 2013 State 144456, "Social Media Strategy Framework for Overseas Missions," October 18, 2013.

⁹ OIG identified a global pattern of this deficiency in its *Management Assistance Report: Improved Oversight Needed to Standardize the Use of Risk Assessments and Monitoring Plans for Overseas Grants* (ISP-17-33, July 2017).

¹⁰ Twenty-one grants reviewed by OIG were subject to the Department's Federal Assistance Policy Directive (issued March 2015, revised January 2016) and the Procedural Guide for Grants and Cooperative Agreements to Non-Federal Entities Not Recognized as Foreign Public Entities (issued December 2015). On May 20, 2017, the Office of the Procurement Executive consolidated these two documents into the Federal Assistance Directive. The remaining 24 grants were subject to the latter requirements.

System. OIG determined that competing priorities and a lack of familiarity with Department requirements led to this general lack of oversight.

Failure to adhere to Department requirements for grants documentation increases the risk of loss or misuse of award funds and impedes the ability to determine whether a grant is being carried out in the best interests of the U.S. Government. OIG advised the section's Grants Officers and Grants Officer Representatives to review the Federal Assistance Directive requirements.

Recommendation 5: Embassy Addis Ababa, in coordination with the Bureau of Administration, should revise and implement the Public Affairs Section's internal standard operating procedure for grants administration to comply with Department requirements. (Action: Embassy Addis Ababa, in coordination with A)

American Spaces Lacked Annual Resource Development and Programming Plans

None of the embassy's five American Spaces¹¹ had annual plans for resource development and programming, as required by the Bureau of International Information Programs' Standards for American Spaces. Section personnel told OIG they were unaware of this requirement. The lack of an annual plan increases the risk that an American Space will host, sponsor, or organize activities inconsistent with mission priorities.

Recommendation 6: Embassy Addis Ababa, in coordination with the Bureau of International Information Programs, should implement annual resource development and program plans for its American Spaces. (Action: Embassy Addis Ababa, in coordination with IIP)

Priority American Space Lacked Materials for Study of English

OIG found the Col. C. John Robinson American Center, a Priority Space,¹² had books in English, provided Internet access to visitors, and regularly hosted programming to promote English learning. However, it did not have educational materials to facilitate the self-study of English. Especially in light of its status as a Priority Space, the center should meet minimum requirements set by the Bureau of International Information Programs' Standards for American Spaces, which include providing the "opportunity for self-study to improve English through access to current

¹¹ American Spaces are Department-operated or -supported public diplomacy facilities that host programs and use digital tools to engage foreign audiences in support of U.S. foreign policy objectives. The embassy manages two American Centers in Addis Ababa and one each in Bahir Dar, Dire Dawa, and Jimma.

¹² In consultation with the Bureau of International Information Programs, the Department's regional bureaus in September 2016 completed a biennial review of American Spaces that listed the Col. John C. Robinson American Center as 1 of 10 Priority Spaces in the Bureau of African Affairs. Priority Spaces are eligible for supplementary funding due to their significance to U.S. foreign policy strategic goals.

high-quality English language materials.”¹³ The lack of these materials hampered the center’s ability to support and promote English learning outside of scheduled events.

Recommendation 7: Embassy Addis Ababa, in coordination with the Bureau of Educational and Cultural Programs, should acquire and make available a collection of materials to promote the self-study of English at the Col. C. John Robinson American Center. (Action: Embassy Addis Ababa, in coordination with ECA)

Consular Affairs

Embassy Addis Ababa’s Consular Section, led by a Consul General, is one of the largest in Africa in terms of staffing. The workload includes large immigrant visa and Diversity Visa¹⁴ programs and a high amount of visa-related fraud. At the time of the inspection, the embassy assisted hundreds of American citizens each year to adopt Ethiopian children, but on April 21, 2017, the Ethiopian Government, with no formal written notification and without providing a public rationale, announced it was planning to end the intercountry adoptions program. OIG reviewed all consular operations, including American citizen services, immigrant and nonimmigrant visas, training, crisis preparedness, management controls, communications and outreach, and fraud prevention programs. OIG found that the Consular Section generally met Department standards, but found deficiencies in consular management and management controls, including protection of personally identifiable information, as detailed below.

Embassy Did Not Protect Personally Identifiable Information When Destroying Visa Records

During the inspection, OIG discovered 50 boxes of visa records, including copies of visa applications and supporting documents such as medical exams and police reports, left unattended on the embassy loading dock. OIG learned that embassy employees planned to take the boxes to a commercial burn facility that afternoon, where they would be left unattended over the weekend. In addition, no Americans or other consular employees planned to witness the records’ destruction the following week. After discussions with OIG, consular managers returned the boxes to the Consular Section as an interim measure. Subsequently, embassy managers found 25 more boxes of visa records unsecured in the warehouse.

Standards in 9 FAM 603.1-3(a) require Department employees to maintain the confidentiality of visa records in accordance with Section 222(f) of the Immigration and Nationality Act. Guidance in 12 FAM 541 define visa records as being within the scope of regulations on handling sensitive but unclassified information, and 12 FAM 543a states that U.S. citizen direct-hire supervisory employees ultimately are responsible for access, dissemination, and release of sensitive but

¹³ According to Bureau of International Information Programs standards, American Spaces support five core programs: English language learning, educational advising, engaging alumni of U.S. Government-sponsored exchange programs, community outreach, and providing access to information about the United States.

¹⁴ The Diversity Visa program allows additional applicants from countries with historically low rates of immigration to the United States to apply for immigrant visas.

unclassified material. Consular managers told OIG they were unaware that LE staff routinely disposed of visa records by sending them unsupervised to a commercial burn facility. Failure to dispose of such records under the constant supervision of a U.S. citizen employee exposed visa applicants to the risk of unauthorized release of personally identifiable information.

Recommendation 8: Embassy Addis Ababa should implement a standard operating procedure for destruction of consular personally identifiable information that complies with Department standards. (Action: Embassy Addis Ababa)

Consul General Had Limited Communications with Locally Employed Staff

The Consul General did not have one-on-one or group meetings with senior LE consular staff during his more than 2 years at post. He did not consult with LE staff on procedural changes affecting them or on personnel issues, such as training and awards. According to 3 FAM 1214(b)(4), managers should anticipate varying points of view by soliciting input. By not doing so, the Consul General was unaware of LE staff concerns. On the advice of OIG, the Consul General began meeting with LE staff during the inspection.

Consular Managers Did Not Adjust Workload to Match Resources

Consular managers did not adjust workload to match resources during staffing gaps in 2017. According to 7 FAH-1 H-261, managing existing resources to deal effectively with consular workloads is a key aspect of a consular manager's job. Section managers told OIG that due to the hiring freeze, five of the section's seven eligible family member positions were vacant. In addition, the section experienced a 6-month gap in two (out of six) First- and Second-Tour officer positions. Section managers had not adjusted immigrant visa interview schedules to allow officers sufficient time for other required duties. As a result, they routinely came in on weekends to try to catch up with their work. The new visa chief identified this issue when he arrived in summer 2017 and began to adjust workloads prior to the inspection. OIG advised consular managers to continue to seek a balance between workload and resources.

Consular Managers Had Limited Line of Sight into Consular Cashier Booth

The consular cashier booth had a solid wooden door with a narrow window alongside it, limiting the line of sight into the booth. According to 7 FAH-1 H-282(24), one factor managers should consider in evaluating consular space is having a cashier booth that allows line of sight supervision. Limited line of sight impedes the ability of the Accountable Consular Officer to observe the activities of the consular cashier, a basic management control.

Recommendation 9: Embassy Addis Ababa, in coordination with the Bureau of Consular Affairs and the Bureau of Overseas Buildings Operations, should replace the consular cashier booth door with one that meets Department standards. (Action: Embassy Addis Ababa, in coordination with CA and OBO)

RESOURCE MANAGEMENT

OIG reviewed Embassy Addis Ababa's General Services, Facilities Management, Human Resources, and Financial Management operations. OIG identified significant internal control deficiencies, including weaknesses in the embassy's personal property, fleet management, procurement, and residential property programs, as discussed below.

Inadequate Management Section Oversight Contributed to Significant Internal Control Deficiencies

Embassy Addis Ababa lacked adequate oversight of its Management Section, which contributed to significant internal control deficiencies. OIG found that Embassy Addis Ababa did not exercise effective oversight of LE staff position management, which resulted in systemic inefficiencies in the Management Section's organizational structure. In addition, the embassy failed to ensure that its safety, health, and environmental management program met Department standards, including evaluating the seismic risk of its residences and educating employees about earthquake preparedness. OIG also found insufficient property management internal controls, including inadequate control of access to the warehouses' receiving areas and significant discrepancies in inventory records. In addition, OIG found that the embassy provided, at U.S. Government expense, equipment and services that are the personal responsibility of employees, including satellite dishes, safes, internet service, and party supplies and tents for private events.

The Management Officer, who arrived in July 2016, was aware of some of these issues, but had not addressed them. Also, during the inspection, the regional bureau did not give any indication it was aware of the scope of the problems OIG identified. However, just before the inspection, in the summer of 2017, several new officers—Human Resources, General Services, Facilities Management, and Financial Management—arrived at post to fill previously vacant positions. They will provide critical assistance to correct the many internal control deficiencies. For example, in his first 3 months at post, the Financial Management Officer identified and corrected multiple cashier and accounting weaknesses. The General Services Officer began to address internal controls, while the Facilities Manager identified and began addressing multiple residential safety concerns. Although they were beginning to make improvements, the embassy lacked senior management assistance to develop a broad strategy to address the significant internal control deficiencies. Lack of adequate management oversight and failure to manage resources in compliance with Department standards increases the risk of waste, fraud, and mismanagement.

Recommendation 10: The Bureau of African Affairs, in coordination with Embassy Addis Ababa, should send an experienced senior management officer to Embassy Addis Ababa to establish an internal control system that complies with Department standards. (Action: AF, in coordination with Embassy Addis Ababa)

General Services

Property Management Deficiencies Expose Serious Vulnerabilities

OIG identified multiple internal control deficiencies related to the management of Government-owned property and warehouse operations:

- **Inadequate Access Controls:** Both the newly leased offsite warehouse and the embassy compound warehouse had insufficient controls to prevent unauthorized personnel from accessing receiving areas. In addition, security guards had keys and unsupervised access to the offsite warehouse after work hours and on weekends. OIG also found two unsecured containers used to store Government property located in the official vehicle parking area where they could be easily accessed from within the compound. During the inspection, the senior General Services Officer (GSO) initiated action to secure the warehouses and storage areas. Guidelines in 14 FAH-1 H-313.7a outline procedures to control, prevent, and detect unauthorized entry to areas where Government-owned property is kept.
- **Lack of Unannounced Spot Checks:** The General Services Section did not have records of unannounced spot checks of Government-owned property. In February 2017, the embassy submitted property inventory records to the Bureau of Administration's Office of Logistics Management, which documented a loss of only \$43.34 out of the reported total of more than \$2.4 million in expendable property. The Management Officer, who serves as the embassy's Property Management Officer, told OIG he signed the annual inventory certification despite concerns that the level of loss reported was inaccurate. During the inspection, the senior GSO and the section's U.S. direct-hire staff conducted spot checks that revealed significant discrepancies and raised serious concerns about the accuracy of inventory records. As a result, they immediately closed the warehouse and supply rooms and halted the issuance and receipt of all Government property unless witnessed by one of the U.S. direct-hire GSOs. Guidance in 14 FAM 411.2-2c states that periodic unannounced inventory spot checks must be conducted and discrepancies reconciled.
- **Lack of Physical Inventories of Motor Vehicles:** The General Services Section did not have records of physical motor vehicle inventories. During the inspection, the GSOs conducted an unannounced physical inventory of motor vehicles. They eventually located all official Department vehicles, but the time required to do so highlighted that motor-pool dispatchers did not consistently assign trip tickets. This incomplete paperwork meant the section did not always know the vehicles' whereabouts and usage. Guidance in 14 FAM 437.2a requires that a physical inventory be conducted and reconciled annually, while 14 FAH-1 H-814.1-1 outlines additional requirements for documenting official vehicle use.
- **Inadequate Fuel Controls:** The motor pool's complex and inefficient process involved driving official vehicles to different city gas stations, where fuel clerks with credit cards paid while vehicles were fueled. During the OIG inspection, the GSO realized that

vehicles were not issued trip tickets for refueling trips. The embassy had an automated fuel management system on the compound, which would have provided greater internal controls over vehicle fueling, but it did not function properly. In addition, the system contained gasoline, rather than the diesel fuel needed for the majority of the Government vehicles. OIG also found that no American GSO witnessed or consistently signed for generator fuel or water delivered to embassy residences. Guidance in 14 FAH-1 H-815 outlines the process for managing bulk fuel, including the receipt, issuance and use of fuel, access control, record-keeping, and inventory requirements.

- **Property Disposal Records Discrepancies:** OIG found numerous discrepancies in property records documenting the most recent disposal auction in May 2017, which led to the termination of an LE staff supervisor. Guidance in 14 FAH-1 H-700 covers the procedures governing the disposal of government property.
- **Property Improperly Purchased for Employees' Personal Use:** The General Services Section purchased property for U.S. direct hire employees, including safes, vacuum cleaners, gardening supplies, and satellite dishes. Guidance in 6 FAH-5 H-513.2-2(c) states that these types of items are the employees' personal responsibility. The embassy also purchased a stock of party supplies, including dishes, linens, tables, chairs, and tents, and loaned them to American employees for non-official events. OIG determined that the improperly purchased items cost the U.S. Government more than \$100,000.

The lack of experienced and trained LE staff, combined with inadequate oversight, contributed to this situation. Failure to follow Department guidance and adhere to internal controls related to property management increases the risk of waste, fraud, or abuse of resources.

Recommendation 11: Embassy Addis Ababa, in coordination with the Bureau of Administration, should implement property management internal controls, in accordance with Department standards. (Action: Embassy Addis Ababa, in coordination with A)

Real Property Management Program Did Not Comply with Department Standards

OIG identified multiple issues with the embassy's real property management program, which did not comply with 15 FAM 200:

- **Residential Safety:** Residences leased for U.S. direct-hire employees and their families did not meet safety standards, nor did housing files include documentation on safety and security inspections required prior to occupancy. At the time of the inspection, the Assistant Post Occupational Safety and Health Officer confirmed to OIG that only 20 of 150 residential units had been certified, as discussed in more detail in the Facilities Management section of this report. Guidance in 15 FAM 252.5a and b and 15 FAM 971 and 971.1 states that residential properties must be inspected prior to leasing or acquisition and certified prior to occupancy to ensure that they meet the Department's safety, health, and environmental management requirements, and that property files should include inspection certifications. Guidance in 12 FAH-8 H-131.1(a) and (b) and 12

FAH-8 H-131.2 notes the requirement that a residential security survey must be conducted for all prospective additions to the post housing pool. This survey is used to determine whether the dwelling has adequate physical security, can be secured with appropriate security enhancements, or is located in a safe area. A residential security survey also must be conducted for all existing residences in the post housing pool for which there are no surveys or for which a survey has not been completed within five years. The lack of documentation of safety and security surveys increases the risk of vulnerabilities in the residential units occupied by embassy employees.

- **Temporary Quarters:** Delays in preparing residences for occupancy and a lack of pre-assigning housing contributed to newly arrived employees staying in temporary quarters for extended periods at significant cost to the U.S. Government. In FY 2017, the embassy placed 14 newly arrived Department employees into temporary quarters at a total cost of more than \$60,000, while Housing Office staff coordinated the make-ready (preparation) of residences, working with local landlords, Facilities Management, and other units within GSO. Department standards in 15 FAM 234(a) require that the Inter-Agency Housing Board pre-assign housing and manage the housing program so as to minimize costs associated with temporary lodging. Extended stays in temporary housing can be a financial burden for agencies and employees.
- **Housing Board Administration:** While the Inter-Agency Housing Board included equal representation from most embassy agencies, one agency had an additional ex-officio member, contrary to 15 FAM 212.2-2(B), which intends that housing board membership should ensure equity in representation among U.S. Government agencies at post. In addition, board meeting minutes lacked information about attendees, key assignment information, and board decisions. Guidance in 15 FAM 212.3 requires detailed minutes of housing board meetings, including justifications for decisions. The lack of documentation related to meetings and decisions could reduce transparency, equity, and consistency in managing the housing program. Inequitable representation of agencies on the board also increases the risk of bias.

Vacancies in the Housing Office—namely the senior LE staff housing assistant and the eligible family member make-ready coordinator—hampered the embassy’s ability to effectively manage the program. The coordination needed with landlords as well as the backlog in residential safety inspections to identify and correct safety deficiencies exacerbated the delays. The embassy’s failure to comply with these requirements could contribute to a lack of transparency and confidence in the housing program and result in avoidable safety risks and unnecessary expense.

Recommendation 12: Embassy Addis Ababa should implement a real property management program that is fully compliant with Department requirements. (Action: Embassy Addis Ababa)

Embassy Did Not Enforce Compliance with Department Standards for Vehicle Third-Party Liability Insurance

Embassy Addis Ababa did not enforce American employees' compliance with Department requirements that they maintain third-party liability insurance for their personal vehicles, and lacked a centralized system to track compliance after the initial insurance purchase. The embassy also allowed employees to select varying levels of third-party liability coverage for their vehicles. As stated in 3 FAM 4124, all staff under chief of mission authority must obtain personal liability insurance for their personal motor vehicle(s) and then maintain that insurance for the duration of their tour, with the amount and scope of coverage that would provide adequate compensation to victims under the host country laws. Embassy officials were unaware of the program's deficiencies. An employee driving with lapsed or inadequate liability coverage creates unnecessary risk to both the individual and the U.S. Government.

Recommendation 13: Embassy Addis Ababa should implement a comprehensive policy outlining the requirements for third-party vehicle liability insurance, in accordance with Department standards. (Action: Embassy Addis Ababa)

Purchase Card Program Did Not Comply with Department Standards

The embassy's purchase card program did not comply with Department standards outlined in 4 FAM 455.3 and the Department's Worldwide Purchase Card Program manual. The embassy did not have a program coordinator—a position normally filled by the management officer—as no one had the required training. As a result, the embassy did not conduct the required annual program review. In addition, the lack of a program coordinator meant the embassy could not designate the required approving officials or a billing official. In addition, most purchase card holders had not completed required annual ethics training. Finally, the embassy had yet to deploy the automated Purchase Card Management and Reporting System, required for managing the program, despite several attempts by the Bureau of Administration Office of Logistics Management to assist post. The Management Officer told OIG that other pressing priorities, staffing changes, and difficulties in accessing the automated program contributed to these operational challenges. The lack of adequate oversight and enforcement of these internal controls puts Department funds at risk of loss or misuse. OIG issued a Management Assistance Report in January 2016¹⁵ that identified a Department-wide issue with purchase card program reviews. Therefore, OIG is not issuing a recommendation in this report.

Embassy's Motor Vehicle Safety Program Did Not Comply with Department Standards

Embassy Addis Ababa's motor vehicle safety program did not comply with Department motor vehicle safety standards. OIG was unable to conclusively determine the number of chauffeurs and incidental (self-drive) operators who were in compliance with Department standards, as not all agencies tracked compliance and records were not well-maintained.

¹⁵ OIG, *Management Assistance Report: Annual Purchase Card Program Reviews* (ISP-I-16-04, January 2016).

- Of the 283 chauffeurs and incidental drivers tracked by the General Services Section motor pool, 174 had expired medical exams or lacked data to accurately track the exam expiration dates, as required in 14 FAM 432.4(c)2.
- Ninety-four of 283 safe driver training certifications had expired, contrary to 14 FAM 432.4(c)2.
- The embassy did not comprehensively track medical clearances or safe driver training for drivers from other agencies under chief of mission authority, as required by the Department's Overseas Motor Vehicle Safety Management Program.
- The duty shifts for incidental drivers, which included drivers from other agencies, exceeded the Department's 10-hour limit in 14 FAM 432.4(c)3 and 15 FAM 957.3(4).

These problems occurred because of lack of oversight of, and accountability for, driver safety requirements. Failure to enforce these standards increases risks to drivers, passengers, and the public, and increases the potential for damage to U.S. Government property.

Recommendation 14: Embassy Addis Ababa should bring its motor vehicle safety program into compliance with the Department's Overseas Motor Vehicle Safety Management Program. (Action: Embassy Addis Ababa)

Mission Motor Vehicle Policy Did Not Comply with Department Standards

Embassy Addis Ababa's Mission Motor Vehicle Policy, last issued in July 2016, did not comply with 14 FAM 430, as detailed below. Standards in 14 FAM 432.5 require that the mission-wide motor vehicle policy be reviewed and republished annually and reflect all updates to the Department's vehicle control policy, including current calculations documenting charges for "other authorized use" of official vehicles.

- **"Other Authorized Use" Policy Fails to Follow Department Norms:** The embassy's policy for "other authorized use" of official vehicles interfered with the motor pool's ability to provide vehicles for official business. The policy included providing home-to-office shuttle service for U.S. direct-hires and contractors on work days; transportation for American employees and families within 90 days of arrival at or departure from post; transportation of employees with medical conditions; and transportation of staff to attend community events. Guidance in 14 FAM 433.3-1 states that transportation for other than business purposes is normally an employee responsibility, while 14 FAM 433.3-3 notes that posts should encourage employees to use their personal vehicles to the extent possible. In addition, 14 FAM 432.1 states that "other authorized use" should not interfere with official business, and 14 FAM 433.3-4 outlines considerations governing "other authorized use" deemed to be advantageous to the U.S. Government. Further, 14 FAM 433.4(b) outlines the methodology for calculating charges for "other authorized use," including the requirement to annually recalculate and document the charge for such usage.
- **Embassy Garaged Vehicles Off-Site Without Authorization:** The embassy's motor vehicle policy prohibited garaging U.S. Government vehicles at an employee's home without

pre-approval, yet OIG found that on-call Facilities Management LE staff drove official vehicles home without such approval. The embassy suspended this practice during the inspection. In accordance with 14 FAM 436.4, garaging official vehicles offsite can only be done with chief of mission approval.

- **Policy Did Not Include Requirement for Medical Certification:** The policy did not require that chauffeurs obtain a medical certificate prior to being allowed to drive an official vehicle. The Department's Overseas Motor Vehicle Safety Management Program states that mission policies must include this requirement.
- **Policy Did Not Adhere to Local Driving Laws:** The policy did not include the host country law that, according to motor pool drivers, requires a driver to transport injured parties to a local medical facility after an accident or be subject to imprisonment. The Department's Official Motor Vehicle Safety Management Program states that operators of official vehicles must obey local traffic laws.

Embassy management told OIG that staffing gaps in the General Services Section contributed to the weaknesses of the motor vehicle policy and program. Failure to comply with 14 FAM 430, local laws, and the Overseas Motor Vehicle Safety Management Program creates unnecessary safety and liability risks for the U.S. Government and embassy staff.

Recommendation 15: Embassy Addis Ababa should update its motor vehicle policy to comply with Department standards and host country laws. (Action: Embassy Addis Ababa)

Embassy Mechanics Performed Auto Repairs on Personally Owned Vehicles

OIG found that the embassy's LE staff mechanics performed automotive repairs on personal vehicles owned by American employees on U.S. Government premises using equipment purchased for Government-owned vehicles. According to 28 Code of Federal Regulations Section 45.4(a), employees may use Government property only for official business or as authorized by the U.S. Government. The practice of LE staff mechanics repairing personally owned vehicles for U.S. direct-hire staff in this manner is an inappropriate use of Government resources and an unsanctioned employment liability.

Recommendation 16: Embassy Addis Ababa should prohibit locally employed staff mechanics from servicing personally owned vehicles on U.S. Government property or with U.S. Government equipment. (Action: Embassy Addis Ababa)

Contract Administration Did Not Comply with Department Standards

Oversight of the embassy's procurement function did not comply with Department standards. OIG reviewed 11 contract files, of which 9, valued at a total of \$3.88 million per year, lacked properly assigned Contracting Officer's Representatives or had representatives with outdated training. According to 14 FAH-2 H-141b(4) and 14 FAH-2 H-143a, the Contracting Officer must

designate, in writing, a Contracting Officer's Representative, who then must be certified in accordance with 14 FAH-2 H-143.1.

In addition, none of the files OIG reviewed included documentation showing the embassy had met with contractors to review important contract requirements, including anti-trafficking in persons or safety and quality control requirements, as outlined in 14 FAH-2 H-516. In addition, multiple files revealed missing documentation (correspondence, invoices, and the annual performance assessment), contrary to the requirements in 14 FAH-2 H-517.

Recommendation 17: Embassy Addis Ababa should bring its Contracting Officer's Representative files into compliance with Department standards. (Action: Embassy Addis Ababa)

Facilities Management

Department Lacked an Adequate Plan to Address Residential Seismic Concerns

OIG found that neither the embassy nor OBO had a documented strategy to address residential seismic concerns. OBO rates Addis Ababa as Zone 4 for seismic risk, the highest category. A 2016 OBO report assessed 20 residences for seismic risk, of which 6 were rated as "very poor," 13 as "poor," and only 1 one as "fair." The OBO report stated that the information should be shared with the embassy's housing board, but the embassy could provide no documentation to show whether its housing board had considered the information in the report. In addition, although OBO briefed OIG on a long-term solution to have a local Ethiopian developer build new seismically sound residential units, the plan had no timeline or commitments. Department standards in 15 FAM 252.6(f) require that posts in high-seismic areas, such as Addis Ababa, address the seismic adequacy of residential units and seek housing that is seismically the best available. Continuing to lease properties without addressing the seismic adequacy of residences poses significant life safety risk to occupants.

Recommendation 18: The Bureau of Overseas Buildings Operations, in coordination with Embassy Addis Ababa, should implement a plan to address the findings from its 2016 seismic report. (Action: OBO, in coordination with Embassy Addis Ababa)

Residential and Workplace Safety Programs Had Multiple Deficiencies

As mentioned earlier, at the time of the inspection, the Post Occupational Safety and Health Officer certified for occupancy only 20 of the embassy's 150 residences. Prior to summer 2017, residential and workplace safety inspections had not been conducted regularly, nor had Safety, Health, and Environmental Management program meetings been held at least semi-annually, as required in 15 FAM 933.2(a). The majority of residences lacked electrical grounding, and water heaters in many residences lacked a safety valve to release internal pressure, making them vulnerable to explosions. Workplace deficiencies included inadequate storage of flammables, over-stacking warehouse storage units, unsafe use of chemicals by contractors, and

containerized fires for heating coffee on the floor of the embassy's historic wooden and thatched-roof hut that is used as a coffee shop.

As stated in 15 FAM 961, posts must implement a comprehensive safety and occupational health and environmental loss control program to protect personnel and assets, and to meet environmental requirements. The embassy had incorrectly reassigned these responsibilities from the designated and trained LE staff member to a non-trained employee, which contributed to these deficiencies. The Facilities Manager had begun taking corrective action to address these deficiencies which, if left uncorrected, increase the risk of injury and loss of life.

Recommendation 19: The Bureau of Overseas Buildings Operations, in coordination with Embassy Addis Ababa, should implement a plan to address the embassy's safety, health, and environmental management deficiencies. (Action: OBO, in coordination with Embassy Addis Ababa).

Human Resources

Embassy Special Immigrant Visa Policy Did Not Comply with Department Standards

Embassy Addis Ababa's 2013 Management Policy on the Special Immigrant Visa (SIV) program¹⁶ did not comply with Department policy in 9 FAM 502.5-3(C)(2). As a result, the embassy denied applicants on the basis of incorrect criteria. In developing its policy implementing the program, the embassy paraphrased the FAM criteria and, in doing so, changed its meaning in significant ways. For example, the embassy policy stated "any combination of factors" could qualify an applicant, but the FAM states factors "individually or in combination" may support a recommendation for approval. The FAM also states "particular consideration will be given to cases involving the excellent service of an employee with 20 or more years of employment with the U.S. Government," allowing an employee to be recommended for approval based on length of service. OIG reviewed the 2017 minutes of the embassy's SIV committee¹⁷ and found it had denied, among others, applicants with 24 or 25 years of excellent service, presumably because they did not meet one of the other factors.

In another example, the embassy's policy was silent on the issue of disciplinary actions in applicants' files, while the FAM states "a record of disciplinary actions that have been taken against the employee does not automatically disqualify the employee." According to the FAM, the chief of mission must assess the gravity of any disciplinary actions and determine whether the employee's record as a whole, notwithstanding the disciplinary action or actions, is one of faithful service. OIG found that the embassy's SIV committee denied applicants who had one or more disciplinary actions without providing such an assessment.

¹⁶ The SIV program allows U.S. Government employees to apply for immigrant visas for themselves and their spouses and children if the employees meet the criteria established in 9 FAM 502.5-3.

¹⁷ Embassy SIV committees are established in accordance with 9 FAM 502.5-3(C)(4) to consider applications by employees for SIV status and recommend approval or non-approval of the applications to the chief of mission.

Managers told OIG they were unaware that the embassy policy did not conform to FAM guidance and that, as a result, the committee had denied applicants based on inaccurate criteria. Failure to properly follow Department guidance led to a perception by several LE staff members, as expressed to OIG, that the embassy administered the program unfairly.

Recommendation 20: Embassy Addis Ababa should revise and reissue its management policy on the Special Immigrant Visa program to conform with Foreign Affairs Manual standards and invite applicants previously denied to submit new applications. (Action: Embassy Addis Ababa)

Inattention to Local Employee Position Management Led to Systemic Inefficiencies

OIG identified 224 LE staff position descriptions that had not been reviewed since 2010 or earlier, including many in the General Services and Facilities Management Sections. This resulted in duplicative positions and inefficient organizational hierarchies. For example, due to the use of position descriptions initially prepared in 2010, two Facilities Management engineers were described as being responsible for the construction of the embassy compound, which was completed in 2012. Other positions were inconsistently graded. As an example, receiving clerks with the same duties were graded at widely different levels. In addition, both the General Services and Facilities Management Sections had janitors, drivers, dispatchers, and procurement assistants, which increased the risk of duplication of services and the likelihood of inconsistent adherence to Department standards, discrepancies in procedures, and lapses in internal control.

According to 3 FAH-2 H-443, the Human Resources Officer is responsible for requesting amendments to position descriptions if existing descriptions are inaccurate, and for conducting an annual review of all positions. Inattention to position descriptions by prior human resource officers led to many of these errors. Inaccurate position descriptions could affect LE staff members' level of compensation and morale and lead to distorted and inefficient organizational structures.

Recommendation 21: Embassy Addis Ababa, in coordination with the Bureau of African Affairs, should conduct a detailed and thorough review of locally employed staff position descriptions. (Action: Embassy Addis Ababa, in coordination with AF)

Local Employee Handbook Was Outdated and Had Not Been Translated

Embassy Addis Ababa last issued its Local Employee Handbook in 2010 and never translated it or adequately shared it with LE staff members during orientation.¹⁸ In addition, the handbook did not include accurate guidance on position classification or disciplinary procedures. Standards in 3 FAH-2 H-133.5.b(1) state that new employees need accurate and complete information about the conditions of their employment and what is expected of them.

¹⁸ LE staff handbooks are written rules and regulations governing recruitment and employment at diplomatic missions. They should reference but not unnecessarily repeat the mission's local compensation plan and contain policy on other relevant human resources issues, such as promotions, discipline, probation, and evaluation procedures and policies, and ethical conduct codes.

Additionally, according to 3 FAH-2 H-126.7, if any employee has difficulty in reading and comprehending English, all written communication should be translated into the host country language. Embassy officials told OIG that competing priorities had prevented the human resource staff from updating the handbook, translating it, and providing it during LE staff orientation. Absent accurate policies and procedures, LE staff may not receive entitled benefits.

Recommendation 22: Embassy Addis Ababa, in coordination with the Bureau of Human Resources, should update and translate its Local Employee Handbook in accordance with Department guidance. (Action: Embassy Addis Ababa, in coordination with DGHR)

Financial Management

Oversight of the Medical Reimbursement Program was Inadequate

Embassy Addis Ababa lacked adequate oversight of its \$364,387 per year direct medical reimbursement program for LE staff. The embassy did not track the annual \$5,000 per employee cap, nor did an employee with medical knowledge and familiarity of local medical providers and services review the invoices. As stated in 4 FAM 424a, the certifying officer may make payment only after having obtained approval of the voucher from an officer having knowledge of the receipt of the goods or services covered by the voucher. The embassy told OIG that the Health Unit lacked sufficient staff to review and approve the vouchers. Without adequate review and tracking of LE staff medical reimbursements, the embassy may be overpaying for medical services.

Recommendation 23: Embassy Addis Ababa, in coordination with the Bureau of Human Resources, should implement a system to review and track reimbursements for the local staff medical reimbursement program in accordance with Department guidance. (Action: Embassy Addis Ababa, in coordination with DGHR)

Embassy Provided Unauthorized Support of Lake Langano Operations

The embassy leased and provided support for Lake Langano, the American Employees' Recreation Association-managed camping and boating facility located 100 miles from Addis Ababa. However, OIG found no evidence that the embassy had obtained the proper Department approval to operate the facility. A 2010 memorandum of understanding between the embassy and the association required the embassy to pay the lease and provide caretaker staff, equipment, fuel, and water for the facility. OIG found that the embassy paid \$24,819 in 2017 to support the Lake Langano facility, which included the salaries for three LE staff caretakers permanently assigned to the facility and the cost for fuel. Embassy officials told OIG that the association paid the annual lease costs, despite the terms of the 2010 agreement. Furthermore, neither the embassy nor the employee association had security to protect the facility or the embassy employees using it.

Guidance in 6 FAM 524(b) states the U.S. Government should not unduly subsidize employee associations and should not lease facilities that are for the exclusive use of an association

without the approval of the regional bureau executive director and OBO. Embassy Addis Ababa did not obtain either of these approvals. The embassy's continued support of the Lake Langanu facility creates a potential liability for the U.S. Government, and the costs associated with its operation (\$74,457 over 3 years) could be put to better use.

Recommendation 24: Embassy Addis Ababa should discontinue its support of the Lake Langanu facility, put \$74,457 to better use, and require the American Employees' Recreation Association to assume full responsibility for the operation of the site. (Action: Embassy Addis Ababa)

Information Management and Information Security

OIG reviewed classified, unclassified, and dedicated internet network operations; physical protection of information technology (IT) assets; classified communications security; emergency communication preparedness; radio and telephone programs; and mail and pouch services. OIG found that Information Management Section staff generally met the day-to-day computing and communications needs of the embassy with a focus on customer service. However, OIG identified deficiencies in the Information System Security Officer (ISSO) duties, information technology contingency plan testing, mailroom program, mobile device management, residential internet and telephone services, wireless network security, and records management program.

Information Systems Security Officer Duties Not Performed

Embassy Addis Ababa's ISSO did not record information system audits or complete the Department's ISSO-mandated duties, including weekly vulnerability scanning, monthly random email reviews, or monthly random user data reviews. Section management acknowledged that the ISSO duties were not being performed due to competing priorities. Guidance in 12 FAM 623.2 requires the embassy to create, protect, and retain information system audit records, while 12 FAH-10 H-122.5-2 requires the ISSO to conduct monthly reviews of randomly selected user accounts to ensure users are not processing information above the authorized classification level for the network. Without regularly scheduled reviews and documented records, the Department's networks are vulnerable to potential unauthorized access and malicious activity. OIG issued a Management Assistance Report¹⁹ in May 2017 that identified the need to enforce the performance of ISSO duties by overseas Information Management personnel in accordance with Department standards.

Recommendation 25: Embassy Addis Ababa should perform Information System Security Officer duties in accordance with Department standards. (Action: Embassy Addis Ababa)

¹⁹ OIG, *Management Assistance Report: Non-Performance of Information Systems Security Officer Duties by Overseas Personnel* (ISP-17-24, May 2017).

Untested Information Technology Contingency Plans

The embassy had not tested the 2017 IT contingency plans for the unclassified and classified computer networks as required by 5 FAM 851a. The Bureau of Diplomatic Security computer security assessment, dated January 2015, and the Regional ISSO review, dated August 2017, also identified this deficiency. Department guidelines require management to test IT contingency plans annually for effectiveness and implement corrective actions necessary. Section management acknowledged the issue and stated that competing priorities had limited their ability to perform the test. An untested IT contingency plan increases the risk of ineffective responses to, or loss of, critical information during an emergency or crisis event. OIG issued a Management Assistance Report²⁰ in February 2016 that recommended including the requirement to complete and test IT contingency plans in the work requirements for information management personnel.

Recommendation 26: Embassy Addis Ababa should conduct annual information technology contingency plan testing of the unclassified and classified networks, in accordance with Department standards. (Action: Embassy Addis Ababa)

Unauthorized Use of Diplomatic Mail

OIG's review of the embassy's mail program found several instances of unauthorized use of the unclassified mail pouch and diplomatic mailroom. Guidance in 14 FAM 742.2 limits use of the unclassified pouch to authorized personnel meeting specific criteria. The guidance also limits the size and weight of packages allowed to be sent through the pouch. Section managers acknowledged the issue and stated they did not enforce the guidelines for authorized mailroom usage. The mail program is vulnerable to continued abuse without a post specific mail policy endorsement by management and proper oversight of the diplomatic pouch.

Recommendation 27: Embassy Addis Ababa should implement a policy and standard operating procedures that provide oversight of the diplomatic pouch, in accordance with Department standards. (Action: Embassy Addis Ababa)

Mobile Device Management Lacked Internal Controls

Embassy Addis Ababa's mobile communications program lacked internal controls and management oversight needed for proper accountability. OIG found that the embassy had not issued a policy or documented procedures for authorizing, distributing, and tracking the embassy's 740 cell phones. The Information Management Section acknowledged the issue and drafted a mobile phone policy to address the program's internal control weaknesses, but it was still under discussion at the end of the inspection. Guidance in 5 FAM 526.1 requires each post to establish a policy on the personal use of U.S. Government issued cellular telephones that defines limitations for personal use and includes provisions to maintain adequate fiscal controls.

²⁰ OIG, *Management Assistance Report: Continued Deficiencies Identified in Information Technology Contingency Planning* (ISP-16-05, February 2016).

In addition, cellular telephones should only be provided to those employees who have a justifiable need for their assigned duties. Inadequate internal controls for mobile phones could result in fraud and mismanagement of government resources.

Recommendation 28: Embassy Addis Ababa should implement standard operating procedures for the authorization, issuance, and tracking of all embassy issued cellular telephones. (Action: Embassy Addis Ababa)

Embassy Improperly Paid for Residential Internet Services

OIG found that the embassy managed and paid for personal internet service for 132 embassy residences. According to 3 FAM 3255.4a(4), the U.S. Government can pay for telephone and internet service only if required for official use.²¹ Section managers told OIG that technical billing and service support challenges with Ethiopia's sole internet provider²² forced the embassy to provide internet and technical support services to the residences. Previously, an embassy clerk had managed the billing of, and collections from, the employees who occupied the residences. However, after the clerk departed the embassy, the embassy paid a total of \$99,324 in FY 2017 for internet service at personal residences that was not billed to or collected from employees. Providing internet service to embassy residences places unnecessary financial and staffing burdens on the embassy. In addition, the funds paid by the embassy that should have been borne by the employees, could be put to better use.

Recommendation 29: Embassy Addis Ababa should stop managing personal internet service for embassy employees and collect \$99,324 from employees who had internet service at their residences that was paid by the embassy in FY 2017 and put those funds to better use. (Action: Embassy Addis Ababa)

Embassy Records Management Program Did Not Comply with Department Standards

Embassy Addis Ababa's records management program did not comply with Department standards. The embassy had no formal policy concerning email records. It also did not provide records management training to embassy employees or systematically reduce its paper file holdings. In addition, the embassy did not properly dispose of visa files containing personally identifiable information, as described in the Consular Affairs section of this report. These issues were caused by a lack of oversight by embassy management. Guidance in 5 FAM 414.5 requires the principal officer at each embassy to implement and administer records policies, standards, systems, and procedures issued by the Department's Records Officer. In addition, 5 FAM 414.8 requires that all Department employees preserve documentary materials meeting the definition of a record under the Federal Records Act. The lack of an effective records management program can result in the loss of important data for historical insight into policy analysis,

²¹ After the inspection, on March 23, 2018, the Department issued additional guidance, in 15 FAM 723 c., that states for residences "Access to internet, cable, or satellite services is considered a personal choice, and the installation, maintenance, and actual service costs is a personal expense."

²² Ethio Telecom, previously known as the Ethiopian Telecommunications Corporation, is owned by the Ethiopian Government and maintains a monopoly over all telecommunication services, including internet, in Ethiopia.

decision-making, and archival research. During the inspection, the post records coordinator contacted the Department's Office of Information Programs and Services for guidance and training required for the embassy.

Recommendation 30: Embassy Addis Ababa should establish a records management program in accordance with Department guidelines. (Action: Embassy Addis Ababa)

RECOMMENDATIONS

OIG provided a draft of this report to Department stakeholders for their review and comment on the findings and recommendations. OIG issued the following recommendations to Embassy Addis Ababa, the Bureau of African Affairs,²³ and the Bureau of Overseas Buildings Operations. Their complete responses can be found in Appendix B. The Department also provided technical comments that OIG incorporated, as appropriate, into this report.

Recommendation 1: Embassy Addis Ababa should update the memorandum of agreement between the Commander, U.S. Africa Command, and Chief of Mission, Embassy Addis Ababa, for security and force protection of Department of Defense elements and personnel in Ethiopia, in accordance with Department guidelines. (Action: Embassy Addis Ababa)

Management Response: In its May 16, 2018, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of the updated memorandum of agreement for security and force protection of Department of Defense elements and personnel in Ethiopia.

Recommendation 2: Embassy Addis Ababa should assign an appropriate reviewing officer for all untenured Foreign Service generalist officer evaluations. (Action: Addis Ababa)

Management Response: In its May 16, 2018, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of an appropriate reviewing officer being assigned for all untenured Foreign Service generalist officer evaluations.

Recommendation 3: Embassy Addis Ababa should document Federal assistance awards in accordance with Department standards. (Action: Embassy Addis Ababa)

Management Response: In its May 16, 2018, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts Federal assistance grants documentation that meets Department standards.

²³ The Bureau of African Affairs' management response is included with the embassy's response.

Recommendation 4: Embassy Addis Ababa, in coordination with the Bureau of African Affairs and the Bureau of International Information Programs, should implement a formal social media strategy. (Action: Embassy Addis Ababa, in coordination with AF and IIP)

Management Response: In its May 16, 2018, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of a formal social media strategy.

Recommendation 5: Embassy Addis Ababa, in coordination with the Bureau of Administration, should revise and implement the Public Affairs Section's internal standard operating procedure for grants administration to comply with Department requirements. (Action: Embassy Addis Ababa, in coordination with A)

Management Response: In its May 16, 2018, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of a Public Affairs Section standard operating procedure for grants administration that complies with Department requirements.

Recommendation 6: Embassy Addis Ababa, in coordination with the Bureau of International Information Programs, should implement annual resource development and program plans for its American Spaces. (Action: Embassy Addis Ababa, in coordination with IIP)

Management Response: In its May 16, 2017, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of annual resource development and program plans for all American Spaces.

Recommendation 7: Embassy Addis Ababa, in coordination with the Bureau of Educational and Cultural Programs, should acquire and make available a collection of materials to promote the self-study of English at the Col. C. John Robinson American Center. (Action: Embassy Addis Ababa, in coordination with ECA)

Management Response: In its May 16, 2018, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that English self-study materials are available at the Col. C. John Robinson American Center.

Recommendation 8: Embassy Addis Ababa should implement a standard operating procedure for destruction of consular personally identifiable information that complies with Department standards. (Action: Embassy Addis Ababa)

Management Response: In its May 16, 2018, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of a standard operating procedure for the destruction of consular personally identifiable information.

Recommendation 9: Embassy Addis Ababa, in coordination with the Bureau of Consular Affairs and the Bureau of Overseas Buildings Operations, should replace the consular cashier booth door with one that meets Department standards. (Action: Embassy Addis Ababa, in coordination with CA and OBO)

Management Response: In its May 16, 2018, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that the consular cashier booth door meets Department standards.

Recommendation 10: The Bureau of African Affairs, in coordination with Embassy Addis Ababa, should send an experienced senior management officer to Embassy Addis Ababa to establish an internal control system that complies with Department standards. (Action: AF, in coordination with Embassy Addis Ababa)

Management Response: In its May 16, 2018, response, the Bureau of African Affairs concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that a senior management officer was sent to the embassy to establish an internal control system that complies with Department standards.

Recommendation 11: Embassy Addis Ababa, in coordination with the Bureau of Administration, should implement property management internal controls, in accordance with Department standards. (Action: Embassy Addis Ababa, in coordination with A)

Management Response: In its May 16, 2018, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of property management internal controls that comply with Department standards.

Recommendation 12: Embassy Addis Ababa should implement a real property management program that is fully compliant with Department requirements. (Action: Embassy Addis Ababa)

Management Response: In its May 16, 2018, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of a real property management program that is fully compliant with Department requirements.

Recommendation 13: Embassy Addis Ababa should implement a comprehensive policy outlining the requirements for third-party vehicle liability insurance, in accordance with Department standards. (Action: Embassy Addis Ababa)

Management Response: In its May 16, 2018, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of a comprehensive policy for third-party vehicle liability insurance that complies with Department standards.

Recommendation 14: Embassy Addis Ababa should bring its motor vehicle safety program into compliance with the Department's Overseas Motor Vehicle Safety Management Program. (Action: Embassy Addis Ababa)

Management Response: In its May 16, 2018, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of a motor vehicle safety program that is compliant with Department standards.

Recommendation 15: Embassy Addis Ababa should update its motor vehicle policy to comply with Department standards and host country laws. (Action: Embassy Addis Ababa)

Management Response: In its May 16, 2018, response, Embassy Addis Ababa concurred with this recommendation. The embassy noted a target compliance date of June 2018.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that the motor vehicle policy complies with Department standards and host country laws.

Recommendation 16: Embassy Addis Ababa should prohibit locally employed staff mechanics from servicing personally owned vehicles on U.S. Government property or with U.S. Government equipment. (Action: Embassy Addis Ababa)

Management Response: In its May 16, 2018, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that prohibits locally employed staff mechanics from servicing personally owned vehicles on U.S. Government property.

Recommendation 17: Embassy Addis Ababa should bring its Contracting Officer's Representative files into compliance with Department standards. (Action: Embassy Addis Ababa)

Management Response: In its May 16, 2017, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that Contracting Officer's Representative files comply with Department standards.

Recommendation 18: The Bureau of Overseas Buildings Operations, in coordination with Embassy Addis Ababa, should implement a plan to address the findings from its 2016 seismic report. (Action: OBO, in coordination with Embassy Addis Ababa)

Management Response: In its May 17, 2018, response, the Bureau of Overseas Buildings Operations concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of a plan to address the findings from the 2016 seismic report.

Recommendation 19: The Bureau of Overseas Buildings Operations, in coordination with Embassy Addis Ababa, should implement a plan to address the embassy's safety, health, and environmental management deficiencies. (Action: OBO, in coordination with Embassy Addis Ababa).

Management Response: In its May 17, 2018, response, the Bureau of Overseas Buildings Operations concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts a plan to address the embassy's safety, health and environmental management deficiencies.

Recommendation 20: Embassy Addis Ababa should revise and reissue its management policy on the Special Immigrant Visa program to conform with Foreign Affairs Manual standards and invite applicants previously denied to submit new applications. (Action: Embassy Addis Ababa)

Management Response: In its May 16, 2017, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of a management policy on the Special Immigrant Visa program that conforms with Foreign Affairs Manual standards and that applicants previously denied under the old policy are invited to submit new applications.

Recommendation 21: Embassy Addis Ababa, in coordination with the Bureau of African Affairs, should conduct a detailed and thorough review of locally employed staff position descriptions. (Action: Embassy Addis Ababa, in coordination with AF)

Management Response: In its May 16, 2017, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of the review of locally employed staff descriptions.

Recommendation 22: Embassy Addis Ababa, in coordination with the Bureau of Human Resources, should update and translate its Local Employee Handbook in accordance with Department guidance. (Action: Embassy Addis Ababa, in coordination with DGHR)

Management Response: In its May 16, 2017, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of an updated and translated Local Employee Handbook.

Recommendation 23: Embassy Addis Ababa, in coordination with the Bureau of Human Resources, should implement a system to review and track reimbursements for the local staff medical reimbursement program in accordance with Department guidance. (Action: Embassy Addis Ababa, in coordination with DGHR)

Management Response: In its May 16, 2017, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of a system used to review and track local staff medical reimbursements.

Recommendation 24: Embassy Addis Ababa should discontinue its support of the Lake Langano facility, put \$74,457 to better use, and require the American Employees' Recreation Association to assume full responsibility for the operation of the site. (Action: Embassy Addis Ababa)

Management Response: In its May 16, 2017, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that the embassy discontinued its support of the Lake Langano facility.

Recommendation 25: Embassy Addis Ababa should perform Information System Security Officer duties in accordance with Department standards. (Action: Embassy Addis Ababa)

Management Response: In its May 16, 2017, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of Information System Security Officer duties performed in accordance with Department standards.

Recommendation 26: Embassy Addis Ababa should conduct annual information technology contingency plan testing of the unclassified and classified networks, in accordance with Department standards. (Action: Embassy Addis Ababa)

Management Response: In its May 16, 2017, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of annual information technology contingency plan testing of the unclassified and classified networks.

Recommendation 27: Embassy Addis Ababa should implement a policy and standard operating procedures that provide oversight of the diplomatic pouch, in accordance with Department standards. (Action: Embassy Addis Ababa)

Management Response: In its May 16, 2017, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of a standard operating procedure for oversight of the diplomatic pouch.

Recommendation 28: Embassy Addis Ababa should implement standard operating procedures for the authorization, issuance, and tracking of all embassy issued cellular telephones. (Action: Embassy Addis Ababa)

Management Response: In its May 16, 2017, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of standard operating procedures for the authorization, issuance, and tracking of all embassy issued cellular telephones

Recommendation 29: Embassy Addis Ababa should stop managing personal internet service for embassy employees and collect \$99,324 from employees who had internet service at their residences that was paid by the embassy in FY 2017 and put those funds to better use. (Action: Embassy Addis Ababa)

Management Response: In its May 16, 2017, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation that the embassy no longer manages personal internet service for embassy employees and collects money from employees who had internet service paid by the embassy in FY 2017.

Recommendation 30: Embassy Addis Ababa should establish a records management program in accordance with Department guidelines. (Action: Embassy Addis Ababa)

Management Response: In its May 16, 2017, response, Embassy Addis Ababa concurred with this recommendation.

OIG Reply: OIG considers the recommendation resolved. The recommendation can be closed when OIG receives and accepts documentation of a records management program that conforms to Department guidelines.

PRINCIPAL OFFICIALS

Title	Name	Arrival Date
Chiefs of Mission:		
Ambassador	Michael Raynor	10/2017
Deputy Chief of Mission	Troy Fitrell	7/2017
Chiefs of Sections:		
Management	Brian Reynolds	7/2016
Consular	John Gimbel	7/2015
Political-Economic	David Renz	7/2017
Public Affairs	David Kennedy	8/2014
Regional Security	Yvon Guillame	7/2017
Other Agencies:		
Foreign Agricultural Service	Michael Francom	8/2014
Department of Defense	Michael McCullough	8/2016
U.S. Commercial Service	Tanya Cole	10/2014
U.S. Agency for International Development	Leslie Reed	8/2016

Source: Embassy Addis Ababa

APPENDIX A: OBJECTIVES, SCOPE, AND METHODOLOGY

This inspection was conducted from September 5, 2017, to February 2, 2018, in accordance with the Quality Standards for Inspection and Evaluation, as issued in 2012 by the Council of the Inspectors General on Integrity and Efficiency, and the Inspector's Handbook, as issued by OIG for the Department of State and the Broadcasting Board of Governors.

Objectives and Scope

The Office of Inspections provides the Secretary of State, the Chairman of the Broadcasting Board of Governors, and Congress with systematic and independent evaluations of the operations of the Department and the Broadcasting Board of Governors. Inspections cover three broad areas, consistent with Section 209 of the Foreign Service Act of 1980:

- **Policy Implementation:** whether policy goals and objectives are being effectively achieved; whether U.S. interests are being accurately and effectively represented; and whether all elements of an office or mission are being adequately coordinated.
- **Resource Management:** whether resources are being used and managed with maximum efficiency, effectiveness, and economy and whether financial transactions and accounts are properly conducted, maintained, and reported.
- **Management Controls:** whether the administration of activities and operations meets the requirements of applicable laws and regulations; whether internal management controls have been instituted to ensure quality of performance and reduce the likelihood of mismanagement; whether instance of fraud, waste, or abuse exist; and whether adequate steps for detection, correction, and prevention have been taken.

Methodology

In conducting inspections, OIG uses a risk-based approach to prepare for each inspection; reviews pertinent records, circulates, and compiles the results of survey instruments, as appropriate; conducts interviews with Department and on-site personnel; observes daily operations; and reviews the substance of the report and its findings and recommendations with offices, individuals, and organizations affected by the review. OIG uses professional judgment, along with physical, documentary, testimonial, and analytical evidence collected or generated, to develop findings, conclusions, and actionable recommendations.

For this inspection, OIG conducted approximately 160 interviews and reviewed 158 questionnaires.

APPENDIX B: MANAGEMENT RESPONSES



United States Department of State

Washington, D.C. 20520

May 16, 2018

UNCLASSIFIED

MEMORANDUM

TO: OIG – Sandra Lewis, Assistant Inspector General for Inspections

THRU: AF – Donald Y. Yamamoto, Acting 

FROM: Embassy Addis Ababa – Amb. Raynor

SUBJECT: Response to Draft OIG Report – Inspection of Embassy Addis Ababa

Embassy Addis Ababa has reviewed the draft OIG Inspection report. We provide the following comments in response to the Recommendations provided by OIG:

OIG Recommendation 1: Embassy Addis Ababa should update the memorandum of agreement between the Commander, U.S. Africa Command, and Chief of Mission, Embassy Addis Ababa, for security and force protection of Department of Defense elements and personnel in Ethiopia, in accordance with Department guidelines. (Action: Embassy Addis Ababa)

Management Response: Embassy Addis Ababa agrees with the response. Ambassador signed the MOU and forwarded to AFRICOM on February 6, 2018. We continue to await the return copy signed by the AFRICOM Commander. Embassy Addis Ababa will consider this recommendation closed upon receipt of the signed MOU from AFRICOM.

OIG Recommendation 2: Embassy Addis Ababa should assign an appropriate reviewing officer for all untenured Foreign Service generalist officer evaluations. (Action: Addis Ababa)

Management Response: Starting in August 2017 following his arrival, DCM took over reviewing responsibilities for all untenured Foreign Service generalist officer evaluations. He met individually with every untenured officer and reviews all evaluation reports. He also conducted a training session for every State officer that rates another officer regarding responsibilities related to evaluations. Embassy Addis Ababa considers this recommendation closed.

OIG Recommendation 3: Embassy Addis Ababa should document Federal assistance awards in accordance with Department standards. (Action: Embassy Addis Ababa)

Management Response: Embassy Addis Ababa agrees with the recommendation and the Political-Economic Section has taken the following steps to correct our systems for our FY17

UNCLASSIFIED

UNCLASSIFIED

applicants (October 2017-September 2018): Beginning with our fall FY17 application intake, the Community Grants Office included the SF424, SF424A and SF424B in the application process and ensured none of the FY17 grants were at or over USD25,000. Each grantee has their own file, which includes GOR letters and the newest version of the risk and monitoring plans as per the 2017 FAD. Our grantees are entered into the GDMA within the five day timeframe. Embassy Addis Ababa will maintain these practices and procedures in future fiscal years. Embassy Addis Ababa considers this recommendation closed.

OIG Recommendation 4: Embassy Addis Ababa, in coordination with the Bureau of African Affairs and the Bureau of International Information Programs, should implement a social media strategy. (Action: Embassy Addis Ababa, in coordination with AF and IIP)

Management Response: Embassy Addis Ababa accepts the recommendation. PAS has drafted and implemented a social media strategy. Embassy Addis Ababa considers this recommendation closed.

OIG Recommendation 5: Embassy Addis Ababa, in coordination with the Bureau of Administration, should revise and implement the Public Affairs Section's internal standard operating procedure for grants administration to comply with Department requirements. (Action: Embassy Addis Ababa, in coordination with A)

Management Response: Embassy Addis Ababa accepts the recommendation. PAS is revising its internal standard operating procedures to comply with Department requirements and will reissue them.

OIG Recommendation 6: Embassy Addis Ababa, in coordination with the Bureau of International Information Programs, should implement annual resource development and program plans for its American Spaces. (Action: Embassy Addis Ababa, in coordination with IIP)

Management Response: Embassy Addis Ababa accepts the recommendation. PAS has drafted and implemented an annual resource and program plan for all its American Spaces. Embassy Addis Ababa considers this recommendation closed.

OIG Recommendation 7: Embassy Addis Ababa, in coordination with the Bureau of Educational and Cultural Programs, should acquire and make available a collection of materials to promote the self-study of English at the Col. C. John Robinson American Center. (Action: Embassy Addis Ababa, in coordination with ECA)

Management Response: Embassy Addis Ababa accepts the recommendation. PAS has obtained and made available English teaching materials to promote the self-study of English at the John C Robinson American Center. Embassy Addis Ababa considers this recommendation closed.

OIG Recommendation 8: Embassy Addis Ababa should implement a standard operating procedure for destruction of consular personally identifiable information that complies with Department standards. (Action: Embassy Addis Ababa)

UNCLASSIFIED

UNCLASSIFIED

Management Response: Embassy Addis Ababa accepts the recommendation. Since the inspection, the Consular Section has revised its processes to reduce the amount of PII retained in our files after conducting the interviews. The Section designed and implemented a standard operating procedure for PII destruction procedures to ensure timely destruction and cleared American oversight of any destruction carried out beyond the walls of the Consular Section. Embassy Addis Ababa considers this recommendation closed.

OIG Recommendation 9: Embassy Addis Ababa, in coordination with the Bureau of Consular Affairs and the Bureau of Overseas Buildings Operations, should replace the consular cashier booth door with one that meets Department standards. (Action: Embassy Addis Ababa, in coordination with CA and OBO)

Management Response: Embassy Addis Ababa, in coordination with CA and OBO, accepts the recommendation. Embassy Addis Ababa will procure and install a new door that meets 7 FAH-1 H-282 (24) requirements using the appropriate funding from either CA or OBO.

OIG Recommendation 10: The Bureau of African Affairs, in coordination with Embassy Addis Ababa, should send an experienced senior management officer to Embassy Addis Ababa to establish an internal control system that complies with Department standards. (Action: AF, in coordination with Embassy Addis Ababa)

Management Response: The Bureau of African Affairs will work closely with Embassy Addis Ababa to identify and send a TDY Management Officer for the purpose of reviewing and establishing internal controls.

OIG Recommendation 11: Embassy Addis Ababa, in coordination with the Bureau of Administration, should implement property management internal controls, in accordance with Department standards. (Action: Embassy Addis Ababa, in coordination with A)

Management Response: Embassy Addis Ababa accepts the recommendation. Post has implemented property management controls in accordance with Department standards as follows:

- **Inadequate Access Controls:** The warehouse and storage areas are now properly secured with access limited to authorized personnel in accordance with 14 FAH-1H-313.7a. Containers are now padlocked when not in use.
- **Lack of Unannounced Spot Checks:** The GSOs routinely conduct unannounced inventory spot checks in accordance with 14 FAM 411.2-2c.
- **Lack of Physical Inventories of Motor Vehicles and documentation:** Physical inventories of vehicles are conducted, and scanned copies of the Annual Inventory of On-Hand Motor Vehicles report for FY16 and FY17 have been uploaded and available on the ILMS Inventory Certification Center. Trip tickets are now required any time a vehicle leaves the compound in accordance with 14 FAH-1 H-814.1-1.
- **Inadequate Fuel Controls:** Post is consulting with OBO to convert our fuel pumps to diesel allowing onsite refueling. Now that the EFM hiring freeze is over GSO is planning to hire an EFM whose duties will include routine spot checks of bulk fuel/water deliveries to 160 residences.

UNCLASSIFIED

UNCLASSIFIED

- Property Disposals: GSO suspended auction sales until May 2018. All disposal preparation, auction, and post-auction activity is done in accordance with 14 FAM / 14 FAH and supervised and/or approved by an American.
- Property Improperly Purchased for Employees' Personal Use: Existing stocks of safes, vacuum cleaners, gardening supplies, and satellite dishes are being progressively disposed and not replenished.
- The lack of experienced and trained LE staff, combined with inadequate oversight: Post recognized that the LE Staff were not sufficiently trained and that there was a lack of oversight due to long staffing gaps in the GSO section. Now fully staffed, the GSO has arranged ILMS trainers from Washington to conduct an ILMS Tune-Up visit in Q4FY18. Post has also brought in two teams of the LE Exec Corps members to assist with property operations and to train LE Staff. Post is also partnering with the Department's new venture Annual Inventory Modernization (AIM) initiative to provide tools and training for both LE Property Staff.

Embassy Addis Ababa will consider this recommendation completely closed once the EFM is in place to conduct spot checks of fuel deliveries.

OIG Recommendation 12: Embassy Addis Ababa should implement a real property management program that is fully compliant with Department requirements. (Action: Embassy Addis Ababa)

Management Response: Embassy Addis Ababa accepts the recommendation. Post has taken the following actions:

- Residential Safety and Security: Facility Management now inspects all residences prior to leasing and completes a POSHO safety certificate prior to occupation in compliance with 15 FAM 312.6-1(a) and (b) and 15 FAM 971 and 971.1. RSO now completes residential security surveys for all residences in compliance with 12 FAH-8 H-131.1(a) and (b) and 12 FAH-8 H-131.2. All documentation on safety and security is now included in the GSO Housing's leasing files.
- Lengthy Stays in Temporary Quarters: GSO Housing in cooperation with Facility Management and RSO now begin preparing residences immediately after vacancy which has significantly reduced delays and length of stays in temporary quarters. The Interagency Housing Board now pre-assigns housing in sufficient advance (2-3 months) to minimize costs associated with temporary lodging in compliance with 15 FAM 234(a).
- Housing Board Administration: The Board consists of personnel representing all U.S. Government agencies at post, and includes the range of personnel assigned, i.e., large and small agencies, senior and junior personnel, and families and singles. Agencies representation on the board is equitable and correctly reflects their respective number of U.S. personnel at post. The Board has appointed a secretary to record the minutes of the discussions and board decisions with justifications.
- Vacancies in the Housing Office: The senior LE staff housing assistant and the eligible family member make-ready coordinator positions are currently in the HR classification process.

Embassy Addis Ababa considers this recommendation closed.

UNCLASSIFIED

UNCLASSIFIED

OIG Recommendation 13: Embassy Addis Ababa should implement a comprehensive policy outlining the requirements for third-party vehicle liability insurance, in accordance with Department standards. (Action: Embassy Addis Ababa)

Management Response: Embassy Addis Ababa accepts the recommendation. All USDH employees are now required to maintain local third-party vehicle liability insurance for their POVs for the duration of their tour, with the amount and scope of coverage that would provide adequate compensation to victims under the host country laws. Registration verification and expiration dates are tracked by GSO to ensure compliance. Embassy Addis Ababa considers this recommendation closed.

OIG Recommendation 14: Embassy Addis Ababa should bring its motor vehicle safety program into compliance with the Department's Overseas Motor Vehicle Safety Management Program. (Action: Embassy Addis Ababa)

Management Response: Embassy Addis Ababa accepts the recommendation. Post's motor vehicle program is now in compliance with the Department's Overseas Motor Vehicle Safety Management Program. The records are now being tracked by the Smith System Safe Driver Program Manager. All Smith system safe driver training certifications for chauffeurs and incidental drivers are now current in compliance with 14 FAM 432.4(c)2. All medical certificates for drivers are current. Post's Health Unit is currently processing medical certificates expiring in May 2018 and onward. Tracking medical clearances and safe driver training for drivers from other agencies under Chief of Mission authority is in progress. All drivers are required to adhere to the 10 hour limit in compliance with 14 FAM 432.4(c)3 and 15 FAM 957.3(4). Embassy Addis Ababa considers this recommendation closed.

OIG Recommendation 15: Embassy Addis Ababa should update its motor vehicle policy to comply with Department standards and host country laws. (Action: Embassy Addis Ababa)

Management Response: Embassy Addis Ababa accepts the recommendation. The Mission's Motor Vehicle Policy is currently being revised and in the clearance process and we expect it to be published by June 2018. In the meantime:

- The other authorized use charges were calculated and were incorporated into the extant motor vehicle policy in July 2017 and are currently being assessed.
- LE Staff are no longer authorized to garage official vehicles offsite. Certain USDH are allowed to do so with special COM authorization (Other Authorized Use).
- Chauffeurs must obtain a medical certification. The backlog with health certifications has been cleared.
- In consultation with L Bureau, our draft motor vehicle policy adheres to local driving laws. In practice, our motor pool complies with local driving laws.
- Drivers are now authorized to transport in a GOV injured parties to a local medical facility in compliance with Ethiopian laws.

This response is in progress; Embassy Addis Ababa will consider the recommendation closed upon the promulgation of the new Motor Vehicle Policy.

UNCLASSIFIED

UNCLASSIFIED

OIG Recommendation 16: Embassy Addis Ababa should prohibit locally employed staff mechanics from servicing personally owned vehicles on U.S. Government property or with U.S. Government equipment. (Action: Embassy Addis Ababa)

Management Response: Embassy Addis Ababa accepts the recommendation. This change is in progress as post searches for safe alternatives to develop a transition plan.

OIG Recommendation 17: Embassy Addis Ababa should bring its Contracting Officer's Representative files into compliance with Department standards. (Action: Embassy Addis Ababa)

Management Response: Embassy Addis Ababa accepts the recommendation. Post is ensuring all Representatives are current with COR training. We are reviewing files to add missing documentation and bring contracts into compliance.

OIG Recommendation 18: The Bureau of Overseas Buildings Operations, in coordination with Embassy Addis Ababa, should implement a plan to address the findings from its 2016 seismic report. (Action: OBO, in coordination with Embassy Addis Ababa)

Management Response: Embassy Addis Ababa accepts the recommendation. Post no longer has any staff living in houses rated "very poor." OBO has offered a second visit by a seismic engineering firm to survey/assess additional residences in our pool, once that team is available. OBO is actively in negotiations with an American developer to lease 60 apartment units in a seismically compliant apartment project currently under construction. The project has an estimated completion date of December 2019.

OIG Recommendation 19: The Bureau of Overseas Buildings Operations, in coordination with Embassy Addis Ababa, should implement a plan to address the embassy's safety, health, and environmental management deficiencies. (Action: OBO, in coordination with Embassy Addis Ababa)

Management Response: Embassy Addis Ababa accepts the recommendation. With guidance from OBO, Post Facilities Maintenance is addressing all safety, health, and environmental management deficiencies, including electrical grounding, chimney maintenance, water tank cleaning, and water heater pressure relief valves. These projects are on-going.

OIG Recommendation 20: Embassy Addis Ababa should revise and reissue its management policy on the Special Immigrant Visa program to conform with Foreign Affairs Manual standards and invite applicants previously denied to submit new applications. (Action: Embassy Addis Ababa)

Management Response: Embassy Addis Ababa accepts the recommendation. A revised management policy is in clearance. Since February 2018, the Special Immigrant Visa (SIV) Committee has been following the FAM guidance in reviewing the applications previously denied and has done so with the new SIV applications. The SIV committee met on February 8,

UNCLASSIFIED

UNCLASSIFIED

OIG Recommendation 16: Embassy Addis Ababa should prohibit locally employed staff mechanics from servicing personally owned vehicles on U.S. Government property or with U.S. Government equipment. (Action: Embassy Addis Ababa)

Management Response: Embassy Addis Ababa accepts the recommendation. This change is in progress as post searches for safe alternatives to develop a transition plan.

OIG Recommendation 17: Embassy Addis Ababa should bring its Contracting Officer's Representative files into compliance with Department standards. (Action: Embassy Addis Ababa)

Management Response: Embassy Addis Ababa accepts the recommendation. Post is ensuring all Representatives are current with COR training. We are reviewing files to add missing documentation and bring contracts into compliance.

OIG Recommendation 18: The Bureau of Overseas Buildings Operations, in coordination with Embassy Addis Ababa, should implement a plan to address the findings from its 2016 seismic report. (Action: OBO, in coordination with Embassy Addis Ababa)

Management Response: Embassy Addis Ababa accepts the recommendation. Post no longer has any staff living in houses rated "very poor." OBO has offered a second visit by a seismic engineering firm to survey/assess additional residences in our pool, once that team is available. OBO is actively in negotiations with an American developer to lease 60 apartment units in a seismically compliant apartment project currently under construction. The project has an estimated completion date of December 2019.

OIG Recommendation 19: The Bureau of Overseas Buildings Operations, in coordination with Embassy Addis Ababa, should implement a plan to address the embassy's safety, health, and environmental management deficiencies. (Action: OBO, in coordination with Embassy Addis Ababa)

Management Response: Embassy Addis Ababa accepts the recommendation. With guidance from OBO, Post Facilities Maintenance is addressing all safety, health, and environmental management deficiencies, including electrical grounding, chimney maintenance, water tank cleaning, and water heater pressure relief valves. These projects are on-going.

OIG Recommendation 20: Embassy Addis Ababa should revise and reissue its management policy on the Special Immigrant Visa program to conform with Foreign Affairs Manual standards and invite applicants previously denied to submit new applications. (Action: Embassy Addis Ababa)

Management Response: Embassy Addis Ababa accepts the recommendation. A revised management policy is in clearance. Since February 2018, the Special Immigrant Visa (SIV) Committee has been following the FAM guidance in reviewing the applications previously denied and has done so with the new SIV applications. The SIV committee met on February 8,

UNCLASSIFIED

UNCLASSIFIED

Management Response: Embassy Addis Ababa accepts the recommendation. The Embassy Addis Ababa ISSO program is – and was at the time of inspection – performing each required ISSO task outlined in the ISSO checklist, with the exception of audit log analysis and routine scanning of network drives and email for classified. For these duties, the sheer amount of data requires an automated solution not yet available as a Department-provided program, but is available for post purchase and configuration. Without these tools, we must manually scan the data created by more than 900 users. This becomes especially challenging for posts whose ISSO's are not IRM employees, but laypersons with at best a week's training. This process is ongoing.

OIG Recommendation 26: Embassy Addis Ababa should conduct annual information technology contingency plan testing of the unclassified and classified networks, in accordance with Department standards. (Action: Embassy Addis Ababa)

Management Response: Embassy Addis Ababa accepts the recommendation. Embassy Addis Ababa's IRM Section conducted such a contingency plan test in August 2017 and will continue to do so in the future. Embassy Addis Ababa considers this recommendation closed.

OIG Recommendation 27: Embassy Addis Ababa should implement a policy and standard operating procedures that provide oversight of the diplomatic pouch, in accordance with Department standards. (Action: Embassy Addis Ababa)

Management Response: Embassy Addis Ababa accepts the recommendation. Embassy Addis Ababa's IRM Section developed a policy and standard operating procedures to remediate identified deficiencies that was implemented completely in February 2018. Embassy Addis Ababa considers this recommendation closed.

OIG Recommendation 28: Embassy Addis Ababa should implement standard operating procedures for the authorization, issuance, and tracking of all embassy issued cellular telephones. (Action: Embassy Addis Ababa)

Management Response: Embassy Addis Ababa accepts the recommendation. Embassy Addis Ababa's IRM Section developed a new policy and standard operating procedures, issued in January 2018. Embassy Addis Ababa considers this recommendation closed.

OIG Recommendation 29: Embassy Addis Ababa should stop managing personal internet service for embassy employees and collect \$99,324 from employees who had internet service at their residences that was paid by the embassy in FY 2017 and put those funds to better use. (Action: Embassy Addis Ababa)

Management Response: Embassy Addis Ababa accepts the recommendation. Prior to the OIG inspection, Post had a program in place to recover the cost of personal internet services that had been paid by the USG. Finance continues to recover the cost. Post in conjunction with the employees' association AMCOM are working towards a controlled divestment of USG support for personal internet while coordinating a smooth transition to AMCOM for personal internet service management. This process is ongoing.

UNCLASSIFIED

UNCLASSIFIED

OIG Recommendation 30: Embassy Addis Ababa should establish a records management program in accordance with Department guidelines. (Action: Embassy Addis Ababa)

Management Response: Embassy Addis Ababa accepts the recommendation. Embassy Addis Ababa's IRM Section has engaged Washington offices, including A/GIS/IPS, the AF Bureau, and the records@state.gov help center for guidance. This process is ongoing.

The point of contact for this memorandum is DCM Troy Fitrell.

UNCLASSIFIED

UNCLASSIFIED

Clearance:

AF/EX – Ben Dille (ok)
AF/E – Daniel Hamilton (ok)
AF/PDPA – DCordell (ok)
OBO – LByrd (info)

UNCLASSIFIED



United States Department of State
Washington, D.C. 20520

UNCLASSIFIED

May 17, 2018

MEMORANDUM FOR SANDRA LEWIS – OIG/ISP

FROM: OBO/RM – Jürg Hochuli 
SUBJECT: Draft OIG Report on the Inspection of Embassy Addis Ababa, Ethiopia;
ISP-I-18-18, April 2018

As requested, attached is the Bureau of Overseas Buildings Operations' (OBO) response to recommendation numbers 18 and 19.

Attachment:
As stated.

UNCLASSIFIED

UNCLASSIFIED

Office of Inspector General
Draft OIG Report
Inspection of Embassy Addis Ababa, Ethiopia
Report No. ISP-I-18-18, April 2018

Additional Comments: One of the FAM citations pertaining to residential safety on page 14 of the draft report is incorrect. The report cites 15 FAM 312.6 (a) and (b) but this section of the FAM applies to non-residential property. The correct FAM citation for residential property is 15 FAM 252.5 (a) and (b).

OIG Recommendation #18: The Bureau of Overseas Buildings Operations, in coordination with Embassy Addis Ababa, should implement a plan to address the findings from its 2016 seismic report. (Action: OBO, in coordination with Embassy Addis Ababa)

OBO Response, May 2018: Post no longer has any staff living in houses rated “very poor.” OBO is arranging a second Seismic Team visit to survey/assess additional residences in our pool. OBO is actively in negotiations with an American developer to lease 60 apartment units in a seismically compliant apartment project currently under construction. If negotiated, the project has an estimated completion date of December 2019.

OBO requests the OIG follow-up in six months.

OIG Recommendation #19: The Bureau of Overseas Buildings Operations, in coordination with Embassy Addis Ababa, should implement a plan to address the embassy’s safety, health, and environmental management deficiencies. (Action: OBO, in coordination with Embassy Addis Ababa).

OBO Response, May 2018: SHEM conducted an assessment in October 2017 and post is already working with SHEM to correct problems with the POSHO Certification of residential properties. SHEM will also work with the POSHO to correct other deficiencies identified in the OIG report including warehouse storage, safe chemical use, and routine SHEM Committee meetings.

OBO requests the OIG follow-up in six months.

APPENDIX C: FY 2016 STAFFING AND FUNDING BY AGENCY

Agency	U.S. Direct-hire Staff	U.S. Locally Employed Staff	Locally Employed Staff	Total Staff	Funding (\$)
Department of State					
Diplomatic & Consular Programs	37	14	46	97	2,352,418
International Cooperative Administrative Support System	27	21	317	365	10,760,747
Public Diplomacy	3	1	16	20	1,852,542
Diplomatic Security	10	3	533	546	1,160,205
Marine Security	8	0	3	11	132,171
Representation	0	0	0	0	62,170
Overseas Buildings Operations	0	0	0	0	4,097,584
Subtotal	85	39	915	1,039	20,417,837
Department of Agriculture					
Foreign Agriculture Service	1	0	2	3	200,281
Animal and Plant Health Inspection Service	0	0	0	0	0
Subtotal	1	0	2	3	200,281
Department of Commerce					
U.S. Commercial Service	1	0	3	4	0
Subtotal	1	0	3	4	0
Department of Defense					
Defense Attaché Office	6	0	2	8	154,351
Office of Defense Cooperation	3	0	4	7	207,785
Other	3	0	1	4	0
Subtotal	12	0	7	19	362,136
Department of Justice					
Federal Bureau of Investigation	4	0	0	4	0
Subtotal	4	0	0	4	
Department of Homeland Security					
Citizenship and Immigration Services	0	0	0	0	0
Secret Service	0	0	0	0	0
Subtotal	0	0	0	0	0
USAID	60	4	125	189	661,455
PEPFAR	1	0	2	3	266,320
Centers for Disease Control and Prevention	13	1	70	84	Unavailable
Subtotal	74	5	197	276	927,775
Total	177¹	44	1,124	1,345	21,908,029

Source. Generated by OIG from data provided by the Department.

¹ Data provided prior to onsite portion of the inspection. Staff numbers in report provided by embassy in April 2018.

ABBREVIATIONS

DCM	Deputy Chief of Mission
EEO	Equal Employment Opportunity
FAH	Foreign Affairs Handbook
FAM	Foreign Affairs Manual
GSO	General Services Officer
ICS	Integrated Country Strategy
ISSO	Information System Security Officer
LE	Locally Employed
OBO	Bureau of Overseas Buildings Operations
SIV	Special Immigrant Visa
USAID	U.S. Agency for International Development

OIG INSPECTION TEAM MEMBERS

John Jones, Team Leader

Jeannine Juhnke, Deputy Team Leader

Ami Ballenger

Eric Chavera

Darren Felsburg

Thomas Furey

Sarah Hall

Robert Hartung

Paul Houge

Sherrie Marafino

Eleanor Nagy

Randy Smith

UNCLASSIFIED



HELP FIGHT FRAUD. WASTE. ABUSE.

1-800-409-9926

HOTLINE@stateOIG.gov

If you fear reprisal, contact the
OIG Whistleblower Ombudsman to learn more about your rights:

WPEAOmbuds@stateoig.gov

oig.state.gov

Office of Inspector General • U.S. Department of State • P.O. Box 9778 • Arlington, VA 22219

UNCLASSIFIED